



County of Los Angeles
CHIEF ADMINISTRATIVE OFFICE

713 KENNETH HAHN HALL OF ADMINISTRATION • LOS ANGELES, CALIFORNIA 90012
(213) 974-1101
<http://cao.co.la.ca.us>

DAVID E. JANSSEN
Chief Administrative Officer

Board of Supervisors
GLORIA MOLINA
First District

YVONNE B. BURKE
Second District

ZEV YAROSLAVSKY
Third District

DON KNABE
Fourth District

MICHAEL D. ANTONOVICH
Fifth District

April 11, 2006

To: Mayor Michael D. Antonovich
Supervisor Gloria Molina
Supervisor Yvonne B. Burke
Supervisor Zev Yaroslavsky
Supervisor Don Knabe

From: David E. Janssen
Chief Administrative Officer

PROPOSITION 82 – PRESCHOOL FOR ALL ACT

The June 6, 2006 Primary Election ballot contains two propositions: Proposition 81, the California Reading and Literacy Improvement and Public Library construction and renovation Bond Act, which your Board voted to support on April 4, 2006, and Proposition 82, the Preschool for All (PFA) Act. The Board has not taken a position on PFA.

Proposition 82 would amend the State Constitution to establish a voluntary, free preschool program for all four-year old children one year prior to kindergarten. It would provide free preschool for a minimum of three hours per day for 180 days annually for all four-year old children born after June 6, 2006. From 2007 through 2010, counties would have the option of offering preschool services first to four-year olds who live in low-performing school districts. The program must be fully implemented by September 2010.

Participation in the new preschool program would be voluntary and the preschools must be located near students' homes. Parents would be permitted to choose among PFA programs and encouraged to become involved in their child's educational development. PFA programs would be coordinated and combined with existing child care and preschool programs to maximize the needs of families, including full-day child care. Children with special needs, including those requiring special education and non-English speakers, would have access to the program.

Funding - PFA would be funded by imposing an additional 1.7 percent personal income tax on individuals with taxable income over \$400,000, heads-of-households with taxable income over \$544,457 and married couples with taxable income over \$800,000 effective January 1, 2007. The Legislative Analyst's Office (LAO) estimates that the increased personal income tax would raise approximately \$500 million in FY 2006-07. Revenues would increase to \$2.1 billion in FY 2007-08, and then grow to approximately \$2.6 billion by FY 2010-11, when the program must be open to all four-year olds in the state.

Revenues generated from the new tax would be deposited directly in a special state preschool program fund. The revenues could be used only to support the new preschool program. The majority of revenues would be used for salaries and benefits for teachers, aides and directors; purchase of supplies and materials; administration, evaluation, and oversight of the program; and support of other operational and material needs. State and local administration costs would be limited to six percent of the annual program expenditures.

Administration - PFA would be administered by the county office of education or entities currently administering countywide voluntary preschool programs. In Los Angeles County, PFA would be administered by Los Angeles Universal Preschool (LAUP) which was established to run the County's universal preschool program funded through First 5 LA. LAUP would have the same administrative responsibilities for PFA as a county office of education and would receive PFA funds directly from the State. LAUP would be required to prepare and develop a five-year community assessment and plan to implement PFA and submit the plan to the State for approval.

Workforce - The Proposition would significantly increase the educational requirements of preschool teachers and instructional aides. By July 1, 2014, teachers would be required to have a baccalaureate degree and to complete at least 24 units in early learning courses. In addition, teachers would be required to have an early learning credential, or under certain circumstances, a multiple subject credential by July 1, 2016. Instructional aides would be required to have completed at least 48 units of college-level work, including 24 units in early learning by July 1, 2014.

The State Superintendent of Public Instruction would be required to work with California public colleges and universities, community college districts and private colleges and universities to establish a workforce development plan to meet the new educational requirements for teachers and instructional aides. Colleges and universities would be able to apply for PFA funds to promote and provide early learning courses and degree programs. Up to \$500 million in PFA funds would be available for a 10-year period for this purpose. In addition, \$200 million in PFA funds would be available for a 10-year period to provide financial aid to teachers and instructional aides.

Proposition 82 would require that PFA teachers and instructional aides receive pay increases as they complete the educational requirements. Once they have a college degree and an early learning teaching credential, full-time PFA teachers would receive salaries and benefits commensurate to teachers in local kindergarten through grade 12 public schools. In addition, Proposition 82 would extend collective bargaining rights currently offered in the local public school system to PFA employees.

The LAO's analysis of Proposition 82 notes that currently around 62 percent of all four-year olds in the State attend center-based programs. About half of these children are in programs serving low-income families such as, State preschool, State general child care programs and Federal Head Start programs. The remaining four-year olds attend both profit and nonprofit center-based programs. The LAO estimates that there would be approximately \$2 billion to run PFA in FY 2010-11, the first year all four-year olds are guaranteed access to the program. The LAO anticipates that 70 percent of all four-year olds would participate in PFA by FY 2010-11. At this rate, PFA would provide approximately \$6,000 per preschool student. This compares to \$4,000 per student under the existing State preschool program. The LAO also estimates that another 10 percent would enroll in private preschool programs. This would increase the overall participation of four-year olds in center-based programs to approximately 80 percent Statewide.

Proposition 82 is supported by the California Association for the Education of Young Children, the National and California Head Start Association, the California Association for Family Child Care, the California Police Chiefs Association, the California Sheriff's Association, the Child Development Policy Institute, Children Now, the Child Welfare League of America, the National Association of Social Workers, Preschool California, the California Teachers Association, the California Federation of Teachers, Service Employees International Union, American Federation of Labor and Congress of Industrial Organizations, American Federation of State, County and Municipal Employees, National Association for the Advancement of Colored People, California County Superintendents Educational Services Association, Association of California School Administrators, American Academy of Pediatrics, California, California School Nurses Organization, the Los Angeles Area Chamber of Commerce, California Black Chamber of Commerce, and numerous community and business leaders, individuals and elected representatives.

Proposition 82 is opposed by the California Montessori Council, California Businesses for Education Excellence, California Parents for Educational Choice, California Mexican American Chamber of Commerce, the California Chamber of Commerce, the Southern California Black Chamber of Commerce, Black Chamber of Commerce of Los Angeles County, the Los Angeles Metropolitan Hispanic Chambers of Commerce, the Congress of Racial Equality, the Small Business Action Committee, the Antelope Valley,

Each Supervisor
April 11, 2006
Page 4

Cerritos Citrus Heights, Duarte, Granada Hills, La Canada-Flintridge, Long Beach, Palmdale and Torrance Chambers of Commerce, and numerous taxpayer groups, local Montessori schools, and educators.

On February 28, 2006, Senate President pro Tempore, Don Perata, withdrew his support for Proposition 82. In a letter to Rob Reiner, sponsor of the Proposition and then chair of the State First 5 Commission, Senator Perata expressed "serious doubt about targeting billions of tax dollars in the manner and method dictated in the initiative." The concerns cited by the Senator included: any tax increase should go to the State general fund; the initiative pays more per pupil for a three-hour educational program than many K-12 schools are able to pay for a full day of care; the Proposition would compete for an already limited pool of qualified teachers; the Proposition is not "means-tested" and would benefit families in the middle and upper classes who already pay for their children's preschool education; the Proposition only funds half-day care creating a dilemma and disincentive for working parents; the Proposition fails to require diversity among its preschool providers; and it is unclear how the Proposition would compete with or complement established early education programs such as Head Start and State funded preschool.

The California State Association of Counties has voted to take No Position on Proposition 82.

We will continue to keep you advised.

DEJ:GK
MAL:JF:VE:cc

c: All Department Heads
Legislative Strategist
Local 660
Coalition of County Unions
California Contract Cities Association
Independent Cities Association
League of California Cities
City Managers Associations